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The American Republic and its Government. By JAMES ALBERT WOODBURN. (New York and London : G. P. Putnam's Sons. 1903. Pp. v, 410.)

Political Parties and Party Problems in the United States. By JAMES ALBERT WOODBURN. (New York and London : G. P. Putnam's Sons. 1903. Pp. ix, 314.)

THE *American Republic and its Government* is designed as a text-book in American government for elementary college work and for advanced secondary school courses. It aims to occupy a half-way ground between the school text-book and Bryce's *American Commonwealth*. The author has succeeded admirably well in attaining his end. About one-fourth of the volume is devoted to a discussion of the principles of political science as developed and applied by the founders of the nation and the framers of the Constitution. Chapters on "The Presidency," "The Senate," "The House of Representatives," and "The Judiciary" comprise the body of the book ; a short chapter suffices for "The States and their Government" ; while the last chapter, on "The Territories and their Government," after describing the regular form of territorial government, gives a good deal of space to a discussion of the constitutional position of our recently acquired insular possessions.

Professor Woodburn's book has many excellent pedagogical features. It is sane, temperate, and well-proportioned. The exposition of principles and the statement of facts are clear and direct, and in most respects the several subjects are adequately discussed for the purpose of the book. Commendable skill is shown in presenting the important and in avoiding mention of less important or inconsequential details. The author is careful to treat both sides of controversial topics with fairness, and in general the work shows that the writer understands his subject and, what is more, has taught it and has learned from experience where emphasis should be laid. Hence he has produced a thoroughly teachable book. No attempt is made to advance unusual or novel views, and by such self-restraint the value of the work as a text-book is materially increased.

Praiseworthy emphasis is laid in several instances upon facts which have been perverted by known but often repeated error, as on page 202, where it is clearly shown that the compromise in the Convention of 1787 over the basis of representation was not the cause of the adoption of the bicameral system, since that form of legislative assembly was determined upon before the dispute over the basis of representation arose. The position is taken that all attempts to bind the future sovereign will by restrictive clauses in a constitution, such as that giving equal suffrage in the Senate to the states, are futile, and that the clause mentioned can be changed constitutionally by ordinary process of amendment.

Accuracy is the general rule, although several incorrect statements appear. On page 117 the assertion is made that the Constitution requires that the day for choosing presidential electors must be the same throughout the United States — an error that a more careful reading of the Con-

stitution would have prevented. The act of 1845, not the Constitution, requires the election to occur everywhere on the same day. On page 322 the classes of controversies in which jurisdiction is given by the Constitution to the Federal courts are enumerated, and it is stated that the Eleventh Amendment has withdrawn from that jurisdiction controversies between a state and citizens of another state ; this of course is not true of suits brought by a state against a citizen of another state. While too much explanation defeats the ends of an elementary text-book, it would seem that the limitation of the force of the Eleventh Amendment by the decision of the Supreme Court in the case of *Cohens vs. Virginia* should have been mentioned. The same criticism, similarly modified, would suggest that the limitation placed upon the power of suspension of the writ of habeas corpus by the Supreme Court in the *Milligan* case should have been noted. Certainly the intervention in Louisiana of the Federal government under Grant should not have been omitted in a somewhat lengthy discussion of the guarantee clause of the Constitution. The author takes too much for granted in assuming, as he does in three places, that the Danish West Indies are already possessions of the United States, although he states in a foot-note that the treaty had not as yet been ratified by Denmark. President Cleveland's articles on "Executive Independence" are quoted (p. 189) in one instance as in the *Atlantic Monthly* for 1901, and later on the same page as in the same magazine for 1900 ; but such typographical errors are unusually rare.

Political Parties and Party Problems in the United States is a companion volume to the one just reviewed. The book gives much valuable information in a well-arranged and useful form. The facts are well considered and accurately stated ; and yet a comparison of the two volumes compels the conclusion that the author is on surer ground in *The American Republic*. It is handled with a firmer grasp, with a better sense of proportion, and with greater breadth and skill of treatment than the second book.

The first half of the volume is devoted to an historical sketch of American political parties. Part II., comprising about one-fourth of the book, describes the machinery and practical operation of American party organizations. The last quarter, Part III., is given to a discussion of the ethical problems in party politics.

Professor Woodburn avoids controversial ground as much as possible, and gives, in general, a mere outline of the development of parties and party principles. At times, however, he does not hesitate to take sides positively on disputed points. On page 62 he defends the action of the Liberty party in voting for Birney in 1844, even though it may have caused the defeat of Clay and the triumph of the party pledged to annexation. He states that the majority of the American people desired annexation, and that Whig victory, even though won by antislavery votes, would not have prevented such a consummation. The author opposes the view prevalent in recent years, that the fundamental principle of the Whig party was Congressional domination, or legislative control of the

several departments of government. Again, he shows conclusively that the capture of the Democratic national convention in 1896 by the radical and silver wing of the party was due to deep-seated causes that had been long operative, and not to convention oratory, as has been popularly supposed. Occasionally the political philosophy at the basis of party action is ably and clearly demonstrated, as in the explanation of the "unit rule" in the Democratic national convention.

Proportion is not well observed in the historical treatment of political parties. Forty-four pages are given to the history of the several antislavery parties, while thirty-seven pages suffice for the history of parties under the Constitution down to the fall of the Whigs. In this latter part very little space is devoted to the Jacksonian Democracy; and in fact from the division of the old Republican party to the close of the Reconstruction period the Democratic party is given scant notice. On page 90, in an enumeration of the parties and a description of the platforms of 1860, no mention is made of the Bell-Everett party. On page 79 the proof-reader has allowed the Compromise of 1850 to appear as that of 1856; and on page 82 the expression "Northwest Territory" is used to designate the trans-Mississippi territory north of $36^{\circ} 30'$.

The author's chapter on "Party Morality" is excellent and timely, and the discussion of ethical problems in Part III. is sound and judicious, though perhaps contributing little to the vital literature of the subject.

Useful topical bibliographies, short but well selected, occur at the end of most of the chapters. One wonders why such a list of references is omitted from the chapter on "States and their Government" in *The American Republic*, and why Part I. of the second volume should likewise be slighted. In both books frequent and often long extracts from well-known authorities are incorporated in the text itself, to such an extent that the impression of lack of originality which the volumes as a whole convey is considerably strengthened.

These books are written for the young student and the general reader, and not for the scholar and specialist. The author does not present his work as the result of exhaustive original research; he does however show excellent judgment in arranging and skill in setting forth the facts, which are derived in most cases from secondary sources. The style, although not brilliant, is well adapted to his purpose, and the proof-reading is carefully done. The books are on the whole creditable to their author, and will prove, *The American Republic* especially, useful additions to the literature of American government and politics.

MARSHALL S. BROWN.

The Life of James Madison. By GAILLARD HUNT. (New York : Doubleday, Page, and Company. 1902. Pp. viii, 402.)

If the title of Mr. Hunt's solid and well-digested work were to read "The Times of James Madison," it would more accurately represent the contents, for the author throughout relegates Madison's personality to the background and follows the course of general political history. The